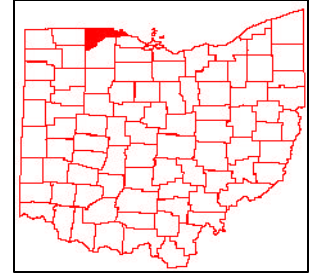






A COMPREHENSIVE STRATEGY FOR LUCAS COUNTY CHILDREN & FAMILIES

LUCAS COUNTY, OHIO



VISION

LUCAS COUNTY WILL BE A COMMUNITY. . .

-  *That supports parents in caring for their children*
-  *Where families set their own goals and provide a loving, nurturing, supportive and safe environment*
-  *Where parents are the primary service specialists for their children and will provide opportunities for their growth*
-  *Where the community will support parents with the necessary assistance for the care and nurturing of their children*

The Comprehensive Strategy for Lucas County Children & Families is an unprecedented collaborative effort to prevent juvenile delinquency and promote positive development of children.

This report will give the reader an overview of the information we've gathered, and establishes the foundation for a *research-based, data-driven and outcome-measured* five-year strategic plan for children and families in our community.

The content heightens the awareness of the challenges our community faces, but also offers insights and guidelines for the actions we must take.

The most important aspect of this effort is the commitment to shared responsibility and coordinated action that is embodied in the Comprehensive Strategy.

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Need detailed information about the Comprehensive Strategy?

See the companion CD containing this Report, all Workgroup reports and all data spreadsheets, tables and graphs in PDF format (and a free copy of Adobe Acrobat Reader®).





A RISK AND PREVENTION-FOCUSED APPROACH TO DELINQUENCY PREVENTION

The Comprehensive Strategy is based on a “risk-focused” prevention model that makes it possible to examine communities for known risk factors associated with youth violence.

These risk factors exist at the individual, family, school, peer and community levels. Based upon thirty years of research on factors related to adolescent problem behaviors (substance abuse, delinquency, teen pregnancy, school drop-out and violence), the Office of Juvenile Justice & Delinquency Prevention (OJJDP) identified nineteen risk factors that contribute to problem behaviors, and seven protective factors that buffer a child against their development (see *National Risk Factors*, page 3).

Approaches that reduce risk factors while enhancing protective factors are likely to provide the strongest form of prevention.

As a community we recognize risks as defining opportunities for change.

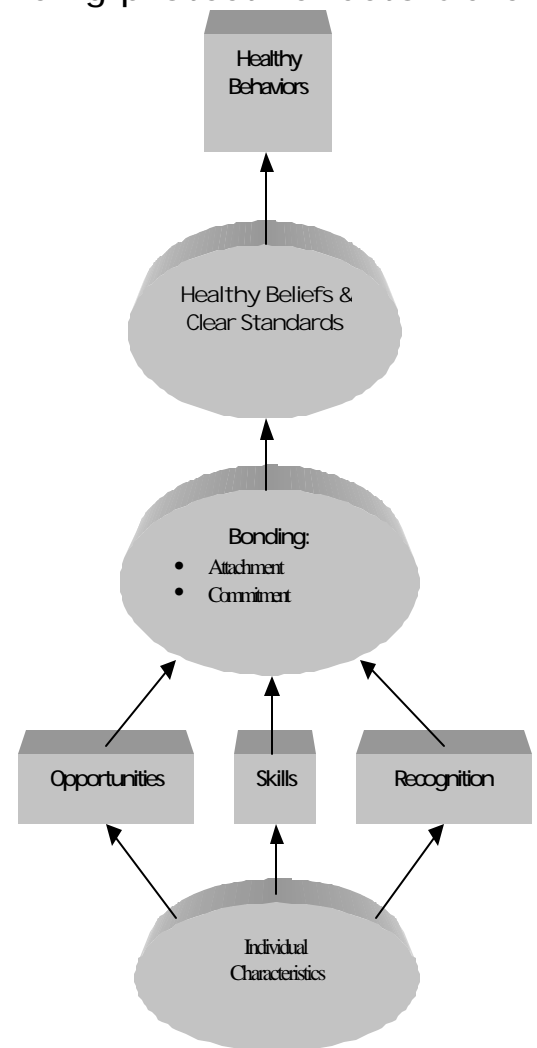
Change happens when neighborhood, community and individual strengths are used to overcome these risks. By using inherent and developed assets families will create opportunities to grow in a healthy manner.

SOCIAL DEVELOPMENT STRATEGY

Protective factors are part of OJJDP’s Social Development Strategy (see *National Protective Factors*, page 5).

The Social Development Strategy provides a model for addressing targeted risk factors by enhancing known protective factors against health and behavior problems .

The goal of the Social Development Strategy is healthy behavior. Healthy beliefs and clear standards for behavior in the family, school, and community directly encourage healthy adaptive behaviors in children.





WHAT WE LEARNED ABOUT OURSELVES. . .

After collecting and analyzing an extensive amount of community data, we determined that there are five local risk factors that significantly impact children and families in Lucas County:

1. FAVORABLE PARENTAL ATTITUDES & INVOLVEMENT IN THE PROBLEM BEHAVIOR

- Indicator:
 - ➔ Adult violent crime arrests.

2. FRIENDS WHO ENGAGE IN PROBLEM BEHAVIORS

- Indicators:
 - ➔ Alcohol use in 8th, 10th & 12th grades
 - ➔ Marijuana use in 8th, 10th & 12th grades.
 - ➔ Cigarette use in 8th, 10th & 12th grades.
 - ➔ Cocaine use in 8th, 10th & 12th grades.
 - ➔ Teen pregnancy rate.

3. ACADEMIC FAILURE BEGINNING IN ELEMENTARY SCHOOL

- Indicators:
 - ➔ Dropout rate.
 - ➔ Graduation rate.
 - ➔ Reading proficiency.
 - ➔ Math proficiency.

4. EARLY INITIATION TO PROBLEM BEHAVIOR

- Indicators:
 - ➔ Alcohol use in early grades.
 - ➔ Marijuana use in early grades.
 - ➔ Cigarette use in early grades.
 - ➔ Cocaine use in early grades.

5. FAMILY MANAGEMENT PROBLEMS

- Indicators:
 - ➔ Number of children in substitute care.
 - ➔ Incidences of substantiated child abuse or neglect.

National Risk Factors

Community Risk Factors

1. Availability of drugs
2. Availability of firearms
3. Media portrayal of violence
4. Transitions and mobility
5. Extreme economic deprivation
6. Community laws and norms favorable toward drug use, firearms and crimes
7. Low neighborhood attachment and community disorganization

Family Risk Factors

8. Family history of problem behavior
9. Family management problems
10. Family conflict
11. Favorable parental attitudes and involvement in problem behaviors

School Risk Factors

12. Early and persistent antisocial behavior
13. Academic failure beginning in late elementary school
14. Lack of commitment to school

Individual/Peer Risk Factors

15. Alienation and rebelliousness
16. Friends who engage in problem behaviors
17. Favorable attitudes toward problem behaviors
18. Early initiation of problem behaviors
19. Constitutional factors



WHERE WE'RE GOING . . .

Based upon an extensive analysis of community data, we've formulated a comprehensive strategy implementation plan for Lucas County to fulfill our vision for our community, and to address these five risk factors by capitalizing on community, neighborhood and individual strengths and assets.

COMPREHENSIVE STRATEGIES IMPLEMENTATION PLAN FOR A COMMUNITY:



THAT SUPPORTS PARENTS IN CARING FOR THEIR CHILDREN

1. Implement changes in practices to recognize parents as the primary child care specialists.

- The community will support parents with the necessary assistance for the care and nurturing of their child.
- Parents will care for and make the decisions related to their child.
- Parents will be actively involved with the design, evaluation and implementation of services for their child when needed.



WHERE FAMILIES SET THEIR OWN GOALS AND PROVIDE A LOVING, NURTURING, SUPPORTIVE AND SAFE ENVIRONMENT

2. Develop and implement a comprehensive assessment instrument for Lucas County youth.

- Services will involve the family including parents, siblings & other support systems.
- Any youth placement, if necessary, will be appropriate, care-based, and in the least restrictive environment.
- Previously unidentified needs will be addressed.



WHERE FAMILIES SET THEIR OWN GOALS AND PROVIDE A LOVING, NURTURING, SUPPORTIVE AND SAFE ENVIRONMENT

3. All communities will have access to a continuum of services including prevention, early intervention, treatment and aftercare for all youth and families in need of assistance.



- Parents & children will receive immediate assistance for emerging problems.
- Parents & children will have the necessary support systems to enable healthy development.
- There will be appropriate care for youth aged 0 – 9 years.
- Services will include the entire family, the parents & siblings of the person in need.



WHERE THE COMMUNITY WILL SUPPORT PARENTS WITH THE NECESSARY ASSISTANCE FOR THE CARE AND NURTURING OF THEIR CHILDREN

4. All systems, agencies and individuals working with youth and families will utilize the five identified risk factors in planning and program development.

- Services will impact one or more of the identified risk factors.
- Key agencies will implement the five risk factors as a foundation for planning and program development.

5. Implement a process by which data will be collected, processed and distributed in relationship to the priorities set by the comprehensive strategy implementing agencies.

- Data will be continuously updated.
- Data will be easily & readily available to all persons, agencies & organizations.

National Protective Factors

Inherent in the Individual

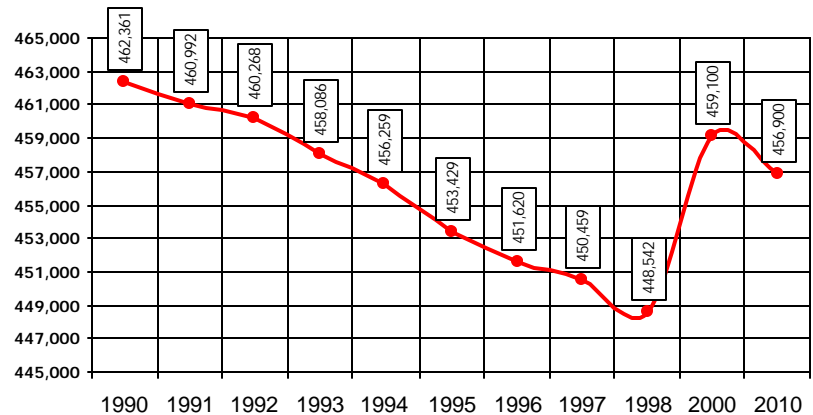
1. Female gender
2. High intelligence
3. Resilient temperament
4. Positive social orientation

Inherent in Social Bonding

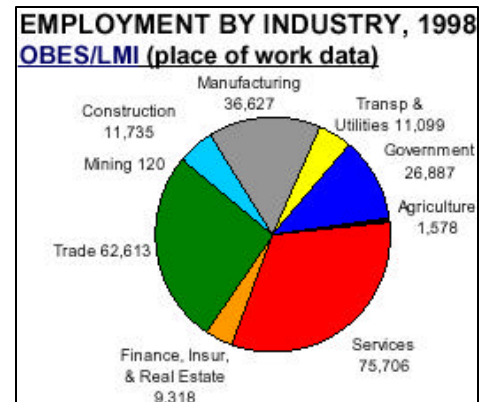
5. Bonds with positive, pro-social family members
6. Bonds with positive, pro-social friends
7. Bonds with positive, pro-social adults outside the family

**APPENDIX A****LUCAS COUNTY FAQs****POPULATION**

- ♦ Minority Population, 1998: 22.1% (99,312)
 - African-American: 16.6% (74,527)
 - Hispanic: 4.2% (18,972)
 - Others: 1.7% (7,813)
- ♦ Population under 19 years, 1998: 29.5% (132,252)
- ♦ Teen Birthrate per 1,000, 1997: 30.8

**Income & Employment**

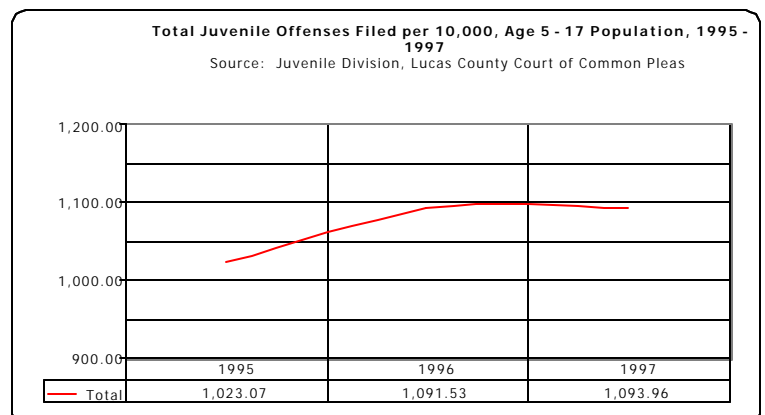
- ♦ Median Income per household, 1995: \$33,695
- ♦ All Persons below poverty level, 1995: 14.4% (65,120)
- ♦ Persons under 18 below poverty level, 1995: 23.4% (28,406)
- ♦ Unemployment Rate, 1998:
 - US: 4.5%
 - State of Ohio: 4.3%
 - Lucas County: 5.5%

**Education**

- ♦ Total Enrollment, Public & Non-Public, 1998: 87,786
 - Graduation Rate, 1998: 81.62%
 - Dropout Rate, 1998: 8.43%

Government

- ♦ Registered Voters, 1998: 63.4% (284,423)
- ♦ Voter Participation, Nov. 1998: 47.8% (135,897)

Juvenile Crime



APPENDIX B

BACKGROUND

In the summer of 1998 the national Office of Juvenile Justice and Delinquency Prevention (OJJDP) announced Ohio's selection to participate in the Comprehensive Strategy for serious, violent and chronic juvenile offenders. Six counties within Ohio were selected to participate in a two-year grant: Lucas, Mahoning, Cuyahoga, Butler, Montgomery, and Stark.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention Act of 1974, Public Law 93-415 as amended.

Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership, helping state-level policymakers and local practitioners design, implement, and strengthen effective strategies that prevent juvenile justice victimization and respond appropriately to juvenile delinquency.

The Office of Juvenile Justice and Delinquency Prevention's Comprehensive Strategy is a community level, research-based, data-driven, and outcome-focused framework for combating juvenile crime that incorporates two components:

1. targeting prevention efforts for youths at risk of engaging in delinquency and crime, and
2. improving the juvenile justice system's response to delinquent offenders through a system of graduated sanctions and treatment alternatives.

Together, delinquency prevention programs, early intervention, and graduated sanctions provide a "continuum of care" to prevent and interrupt the progression of delinquent and criminal behavior.

The Comprehensive Strategy is guided by the following five principles:

1. Strengthening families in their role to instill moral principles and provide guidance and support to children.



2. Supporting core institutions (schools, religious organizations, youth service agencies, and community organizations) in their role to develop capable, mature, and responsible youth.
3. Recognizing that delinquency prevention is the most cost-effective approach in combating youth crime.
4. Intervening immediately and effectively when delinquent behavior first occurs and ensure that appropriate sanctions for misconduct are delivered in a timely fashion.
5. Identifying and controlling the small group of serious, violent, and chronic offenders through a range of graduated sanctions, including placement in secure facilities.

Consultants from OJJDP and the National Council on Crime and Delinquency assisted our community in developing strategies to strengthen families, support core institutions, promote delinquency prevention and intervene immediately, effectively, and in a cost-effective manner when delinquent behavior occurs. In addition to technical assistance, the Ohio Department of Youth Services (ODYS) has awarded \$50,000 to each of the six counties to assist with the development and implementation strategy.

On January 27, 1999, Lucas County Commissioner Sandy Isenberg and Judge James Ray hosted a community leaders breakfast with over eighty-five persons in attendance. Key leaders representing education, law enforcement, organized labor, private business, social services, government, media, finance, medicine, religion and corrections were in attendance to gain information regarding this initiative.

Lucas County has a long-standing history of partnership and collaboration on behalf of children.

- The Juvenile Justice Advisory Board (under the auspices of the Criminal Justice Coordinating Council) serves in an advisory capacity to the Juvenile Court and acts as the planning body for local delinquency prevention and intervention programming.



- The Lucas County Family Council began as a pilot site of the Ohio Family and Children First Initiative in 1993. The Council includes a broad based membership of community service providers, leaders and consumers focused on improving outcomes for children and families.
- The Early Childhood Network focuses on services for families with children from birth to three years of age.
- The Lucas County Community Prevention Partnership is a broad-based collaboration focusing on the prevention of substance abuse.
- Lucas County is a Safe Kids Safe Streets project site. Safe Kids Safe Streets is also an OJJDP project and focuses on the prevention of child abuse. Locally Safe Kids is coordinated by the Child Abuse Prevention Task Force.

In affirming the Juvenile Division's support, Judge James Ray, Administrative Judge of the Lucas County Juvenile Court, stated "The Comprehensive Strategy has more potential for good in Lucas County than anything we have done in child protection and juvenile justice in the twentieth century."



APPENDIX C

THE WORKGROUPS AND A SUMMARY OF THEIR FUNCTIONS

The Community Planning Team members represent a cross section of our community's stakeholders in the prevention of juvenile crime and the promotion of positive child development.

The Planning Team is responsible for the development of the local Comprehensive Strategy. Planning Team members are assigned to one of four Workgroups, each responsible for specific plan development tasks:

Data Collection & Analysis Workgroup

Responsible for locating, collecting, interpreting and analyzing data indicators for 18 risk factors. As a result of this process, the Community Planning Team identified the five Lucas County priority risk factors.

Resource Assessment Workgroup

Assesses community resources available to address the five priority risk factors. Using a survey tool the Workgroup assesses services along the prevention-graduated sanctions continuum and identifies gaps in services.

Objective Decision Making Workgroup

Maps the current juvenile justice system to identify the critical decision points and document the current processes used at each point. Make recommendations for further study and improvement of the system.

Planning & Policy Workgroup

Integrates the recommendations of each of the Workgroups to develop a five-year strategic plan and a report to the community. Makes legislative and policy recommendations.



APPENDIX D

TIMELINE

January, 1999	Judge James Ray and Commissioner Sandy Isenberg hosted a community leaders breakfast with over 85 persons in attendance. National consultant, Jonathan Cloud, provided an overview of the Strategy. Attendees were asked to stay involved in and committed to the process.
March, 1999	National consultants, Susan Yeres (National Council on Crime/Delinquency) and John Krogman (Developmental Research and Programs) led 32 members of the Community Planning Team through a two day orientation and training session. The planning structure for the Comprehensive Strategy was created and members joined one of the five Workgroups.
June, 1999	The Data Collection Workgroup presented the 12 most prevalent risk factors affecting Lucas County's children and families to the Policy and Planning Committee. Guided through a priority setting process by Susan Yeres and John Krogman, the Committee selected five risk factors that pose the greatest threat to Lucas County children and their families.
October, 1999	Susan and John returned for a two-day session. At that session the Workgroups presented their findings and a timeline and process for preparing the community report is created.
February, 2000	Judge James Ray and Commissioner Sandy Isenberg will convene the Key Leaders and the Comprehensive



APPENDIX E

SPECIFIC WORKGROUP RECOMMENDATIONS

Data Collection and Analysis Workgroup

1. Refine key data elements and the sources of the data.
2. Develop cooperative agreements for collecting and reporting data with local schools and other identified (critical) agencies.
3. Develop a collaboration of community agencies that would collect (receive) and input data and maintain the database.
4. Implement a process to make the data easily available to the local community

Resource Assessment Workgroup

5. Develop and institutionalize methods and procedures for gathering both demographic and resource data from agencies, organizations and schools. Procedures must include the implementation of an ongoing communication plan.
6. The data gathered indicates that 43602 and 43609 have fewer resources that address the five risk factors than are present in other Toledo areas. Should this inequity be validated by further assessment processes (community focus groups, further outreach to community providers) strategies will be developed to increase resources for all five risk factors, at all levels of risk in those communities.



Resource Assessment Workgroup (cont'd.)

7. Based on best practices, identify and support the development of adequate, accessible and appropriate services for families with children aged 0 to 9 that address:

- Favorable parental attitudes and involvement in the problem behavior.
- Friends and siblings who engage in the problem behavior.
- Academic failure.
- Early and persistent anti-social behavior
- Family management problems.

8. Based on best practices, identify and support the development of increased after care resources for children and youth who have been sanctioned in either the community or in a secure facility by the juvenile justice system.

9. Of the programs identified by the survey responses as serving children and youth that are involved in the juvenile justice system, only 48% offer a sibling component. Therefore the Workgroup recommends that the community target resources to increase programming for siblings of children in the juvenile justice system.

Objective Decision Making Workgroup

10. Develop a research-based, outcome driven risk/need assessment tool to determine appropriateness for detention. This assessment tool would be utilized on all youth being presented for detention.



Objective Decision Making Workgroup
(cont'd.)

11. Review post-arrest process of juveniles charged with curfew violations in the city of Toledo. Review should include, at minimum, the Toledo Police Department, Lucas County Juvenile Court, and the Youth Commission.
12. Review the current risk/need instrument for classifying juvenile utilizes in Probation. Although the current instrument is research-based and outcome driven, it has been over 10 years since it was developed and needs to be re-validated.
13. Develop and conduct public education regarding the Juvenile Justice System utilizing the juvenile justice flow chart that was created by the Objective Decision Making work group.

Planning & Policy Workgroup

14. Service delivery entities should coordinate their local policies.
15. Funders should have common rules & practices, and should coordinate their expected outcomes consistent with the Comprehensive Strategy.
16. The continuum of prevention, intervention & treatment should include early identification of risks and the determination of the appropriate level of intervention.
17. Quality assurance systems should be designed to measure outcomes consistently across disciplines.
18. All participating systems must share and/or coordinate their community plans in relation to the Comprehensive Strategy.



Planning & Policy Workgroup (cont'd.)

19. The sharing of information among service entities must be facilitated so individuals and families will be able to move as needed among providers with delay and interruption.
20. Entities should gather data which can be used by any service provider, in a consistent and universally compatible format so information can be shared, outcomes compared, and persons served more effectively and efficiently.
21. A central repository for data should be established to facilitate data analysis and annual progress evaluations.
22. A procedure should be established to gather, deposit and update data into the central repository.
23. The central data repository should be freely and easily available to all parties, including the public.
24. Entry into the service delivery system should be initiated with a common System Entry Document & strength-based assessment instrument, using uniform data fields supplemented with provider-specific data fields as appropriate.
25. The community should develop a consistent philosophy of early identification and early intervention where risk factors are prevalent.
26. The juvenile justice system should provide a system of clearly defined graduated sanctions and appropriate interventions..



Planning & Policy Workgroup (cont'd.)

27. Flow charts identifying key decision points should be developed by each organization and shared with all entities and service consumers.
28. Organizations must objectify their decision-making process and articulate the facts and standards used to reach decisions, in writing.
29. Establish a joint CEO/leadership forum to identify community priorities, values & outcomes.
30. Shift policies to recognize parents as primary service delivery specialists.
31. Promote an attitude among intake & case work personnel that respects caretakers of children.
32. Access to and delivery of services, treatment and sanctions must be timely.



APPENDIX F

THE COST OF A WASTED LIFE

A 1998 study by Mark Cohen estimated the external marginal costs imposed on society by the average career criminal, heavy drug abuser, and high school dropout.

Though necessarily somewhat speculative, cost estimates of this kind help to convey a sense of the actual "waste" involved in a wasted life-as well as the substantial potential benefits to be expected from even modestly successful prevention efforts aimed at high-risk youth.

The portion of the study that focused on crime costs was based on estimates of the number and range of crimes committed by the average career criminal (68-80 crimes of various levels of seriousness, over an active career of about 10 years, including 4 as a juvenile); the tangible and intangible costs that such crimes impose on their victims; the expenses borne by the criminal justice system in connection with investigation, processing, and punishment; and productivity losses caused by incarceration. Discounted to a present-value dollar amount, the total crime costs imposed by a single lifetime of crime were estimated at \$1.3-\$1.5

Invoice

To: American public

For: One lost youth

Crime:

Juvenile career (4 years @ 1-4 crimes/year)	
Victim costs	\$62,000-\$250,000
Criminal justice costs	\$21,000-\$84,000
Adult career (6 years @ 10.6 crimes/year)	
Victim costs	\$1,000,000
Criminal justice costs	\$335,000
Offender productivity loss	\$64,000
Total crime cost	\$1.5-\$1.8 million
Present value*	\$1.3-\$1.5 million

Drug abuse:

Resources devoted to drug market	\$84,000-\$168,000
Reduced productivity loss	\$27,600
Drug treatment costs	\$10,200
Medical treatment of drug-related illnesses	\$11,000
Premature death	\$31,800-\$223,000
Criminal justice costs associated with drug crimes	\$40,500
Total drug abuse cost	\$200,000-\$480,000
Present value*	\$150,000-\$360,000

Costs imposed by high school dropout:

Lost wage productivity	\$300,000
Fringe benefits	\$75,000
Nonmarket losses	\$95,000-\$375,000
Total dropout cost	\$470,000-\$750,000
Present value*	\$243,000-\$388,000

Total loss **\$2.2-\$3 million**

Present value* **\$1.7-\$2.3 million**

* Present value is the amount of money that would need to be invested today to cover the future costs of the youth's behavior.

Source: Authors' adaptation of Cohen's The monetary value of saving a high-risk youth, *Journal of Quantitative Criminology*, 14(1).



million. Note that these are external costs borne by those other than the perpetrator-victims, fellow citizens, and taxpayers. About half are intangible costs-pain, suffering, and diminished quality of life-imposed on victims alone and monetized according to widely accepted techniques developed by economists for purposes of cost-benefit analysis. The analysis, however, includes only marginal cost items-those associated with adding a single individual to the pool of career criminals. No attempt was made to gauge a single criminal's share of aggregate crime costs (expenses incurred because of the fear of crime generally, for example), which would have yielded a much higher figure.

Drug abuse and lack of education impose heavy costs on society as well.

The study calculated external marginal costs associated with the average lifetime of heavy cocaine or heroin abuse on the basis of estimated drug treatment and rehabilitation costs, emergency and other medical costs, lost productivity costs, criminal justice costs incurred in connection with drug possession and other drug-defined crime, and the cost of resources diverted away from productive uses and into the drug market itself. The present-value total of all such costs for the average heavy drug abuser was estimated at \$150,000-\$360,000. (This figure does not include costs associated with additional drug-motivated and drug-related crime, which were estimated at \$283,000-\$781,000, or \$220,000-\$606,000 discounted to present value.)

The external marginal costs imposed by the average high school dropout were estimated largely on the basis of productivity losses and other "nonmarket" educational benefits foregone. Discounted to present value, the total loss suffered by society over the lifetime of the average high school dropout came to \$243,000-\$388,000.

Quantitative analysis of this kind suggests the practical wisdom of early investment in high-risk youth

Adding all of these marginal cost estimates together produces an estimate of the present value of preventing a single youth from leaving school and turning to drugs and crime as away of life: \$1.7-\$2.3 million.



Obviously, it is not possible to arrive at an estimate of this kind without making a number of assumptions, including some about matters that are at least controversial, if not unknowable. The figures do, however, serve to illustrate that, under almost any reasonable set of assumptions, intervention efforts that are narrowly focused on high-risk youth and that succeed at least some of the time are likely to pay for themselves many times over.

This Appendix is a reprint of Juvenile Offenders and Victims: 1999 National Report, Office of Juvenile Justice & Delinquency Prevention, <http://www.ncjrs.org/html/ojjdp/nationalreport99/chapter3.pdf> at pp. 82, 83.



APPENDIX G

ACKNOWLEDGEMENTS